

STATUS OF THE SECURITY AND JUSTICE SECTOR

The SIGIR security and justice sector review examines U.S. spending to support Iraq's military forces, police, and justice infrastructure.¹

Based on available data, SIGIR finds that the security and justice sector in Iraq has shown steady development over the past three years. The overall security situation, however, remains volatile. Insurgent attacks continue to disrupt the reconstruction process by intermittently targeting key infrastructure facilities and increasingly exploiting sectarian divisions in Iraqi society. Because law and order are essential to the successful development of a democratic state, Iraq must field cohesive military and police forces under the control of capable Ministries of Defense and Interior.

In addition to covering IRRF-funded activities in this sector, SIGIR also presents information on the Iraq Security Forces Fund (ISFF).

These are the highlights of this security and

justice sector report:

- More U.S. funds have been devoted to security and justice than any other reconstruction sector. A total of \$11.6 billion has been allocated, combining funds from IRRF 2 and ISFF.
- By the end of this quarter, 82% of the \$6.35 billion IRRF allocation had been expended, and 31% of ISFF funds have been expended. (See Figures 2-3 and 2-4.)
- Approximately 250,500 military and police personnel have reportedly been trained and equipped.
- More than 600 facilities have been completed—police stations, fire stations, courts, border forts, and army facilities.

Activities in the Security and Justice Sector

On October 1, 2005, the primary responsibil-

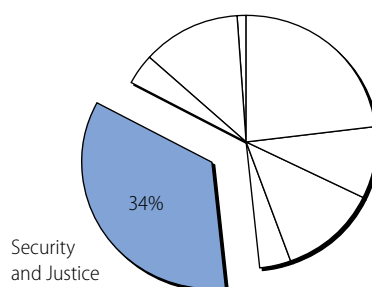
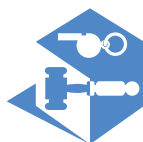


Figure 2-2
**SECURITY AND JUSTICE SECTOR
AS A SHARE OF IRRF FUNDS**
% of \$18.439 Billion

Source: DoS *Iraq Weekly Status Report*, 03/29/06



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ity for developing the Ministry of Defense and Ministry of Interior was transferred from the Iraq Reconstruction Management Office (IRMO) to the Multi-National Security Transition Command-Iraq (MNSTC-I). Under IRMO and now MNSTC-I, the Civilian Police Assistance Training Team (CPATT) has managed the training and equipping of Iraq's police forces for the Ministry of Interior. CPATT has also managed initiatives to build capacity within the Ministry of Interior.²

The MNSTC-I, working with the Ministry of Defense, has begun to emphasize improving Iraqi logistics capabilities and leadership. Also, the Commander, Multi-National Force-Iraq (MNF-I), designated 2006 as the "Year of the Police,"³ and the Administration affirmed that one of the major U.S. reconstruction goals in 2006 is "to accelerate the training of the Iraqi police."⁴

Funding Status of the Security and Justice Sector

As of March 31, 2006, more than 80% of IRRF 2 funds for military and police forces had been expended, although only 30.5% of ISFF funding was expended (ISFF funds began to be expended later than IRRF funds).

Figures 2-3 and 2-4 show the status of IRRF and ISFF funding for the security and justice sector.

The Administration also submitted an FY 2006 supplemental request that includes \$3.7 billion to continue to train, equip and build facilities for the Iraqi army and police and \$962 million in foreign assistance funding to fulfill goals related to security.^{6a}

Key Programs Completed and Underway

At the time of publication, a comprehensive list of projects in this sector could be obtained

Figure 2-3

STATUS OF IRRF FUNDS IN THE SECURITY AND JUSTICE SECTOR

\$ Billions

Source: DoS Iraq Weekly Status Report, 03/29/06

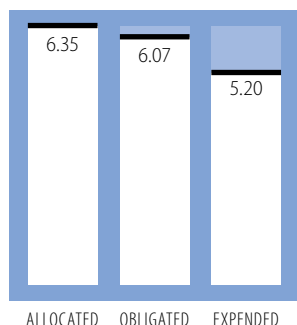
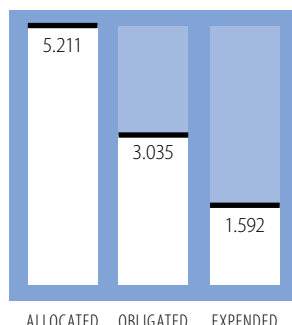


Figure 2-4

STATUS OF ISFF FUNDS IN THE SECURITY AND JUSTICE SECTOR

\$ Billions

Source: DoD Weekly Financial Update, 04/05/06



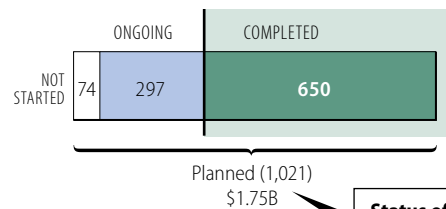
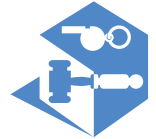


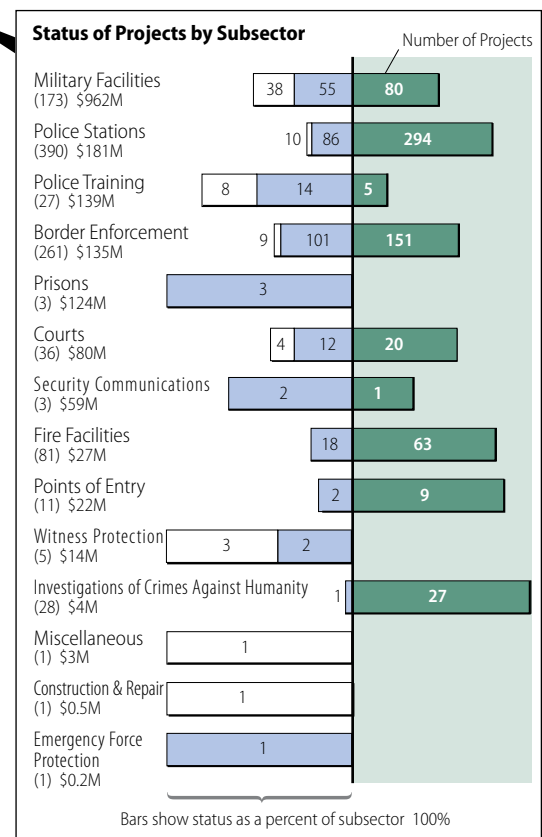
Figure 2-5
STATUS OF SECURITY AND JUSTICE PROJECTS
Number of Projects
Source: IRMS-IRMO Rollup File, 03/31/06

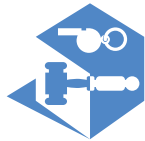
only for activities funded by IRRF 2. Projects focus on facilities construction and refurbishment. For a detailed list of projects funded by IRRF 2, see Figure 2-5.

FACILITIES CONSTRUCTION

In this sector, IRRF 2 has funded construction and rehabilitation of border forts, fire stations, police stations, public safety training academies, prisons and corrections facilities, courthouses, and witness protection facilities.⁹ According to the Gulf Region Division and Project and Contracting Office (GRD-PCO), the last IRRF-funded construction project in the security and justice sector is scheduled to be completed by August 2007.¹⁰ Figure 2-6 shows reconstruction activity in this sector by governorate.

Construction on the Provincial Police Headquarters in Mosul was 98% complete as of March 30, 2006.¹¹ Renovation of the Domies Police Station in Kirkuk is 99% complete and is expected to be finished by the end of April 2006.¹² This station will provide increased security to an economically crucial oil-producing region.





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Work continues on the Baghdad Police College (formerly the Baghdad Public Safety Training Academy), which will increase the Ministry of Interior's police training capacity. The project is 80% complete and is expected to be finished by July 2006.¹³ Also, renovations on the Al-Zab Courthouse in Kirkuk, which began in October 2005, are 52% complete, with an estimated completion date of mid-August 2006.¹⁴

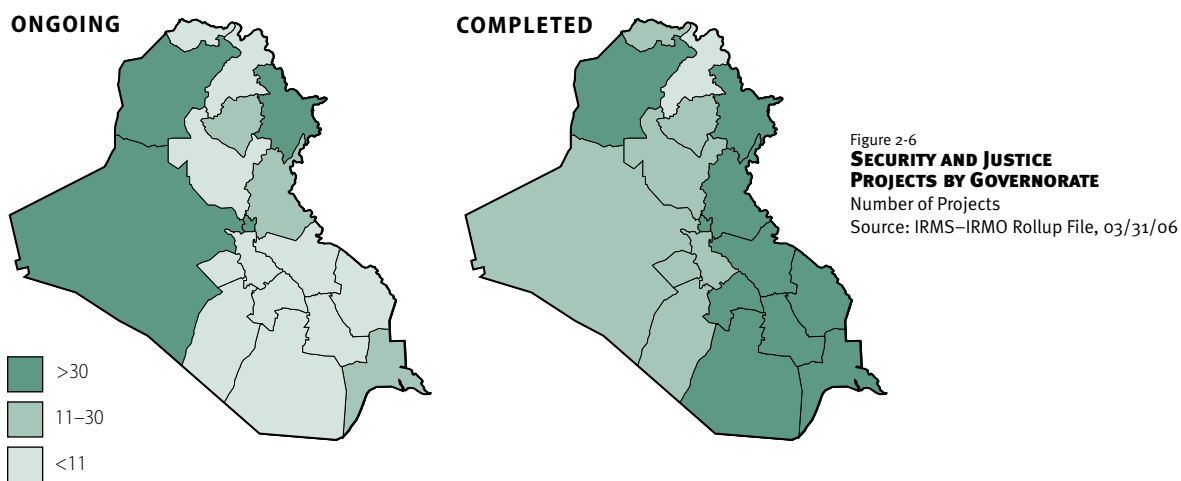
Progress on the Nassriya correctional facility, currently 28% complete, has been hampered due to inadequate workforce levels and security concerns at the site. This facility, expected to be completed in August 2006, is slated to have a capacity of at least 800 beds,

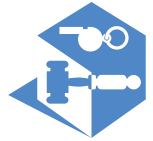
with the possibility of an additional 400 beds.¹⁵

Construction was also completed this quarter on these military facilities:

- Camp India Base, which will support 2,500 Iraqi soldiers in the 4th Brigade of the 1st Division
- Samawah, which will support 750 Iraqi soldiers in the 2nd Brigade of the 10th Division
- Naiad, which will support 250 Iraqi soldiers in the 1st Brigade Headquarters of the 8th Division¹⁶

In Section 3 of this Report, SIGIR presents findings from a series of inspections on construction projects in the security and justice sector. These findings range from a determina-





tion that sufficient work has been performed at the new Second Brigade Base in Kirkuk to poor workmanship at certain border forts along the Iraq-Iran border.

INITIATIVES TO SUPPORT SECURITY AND JUSTICE DEVELOPMENT

Several initiatives are underway to promote oversight and transparency in the security and justice sector, including continued funding and development of the Commission on Public Integrity (CPI), which is tasked to detect and investigate illegal activities and organizations. The CPI has become a crucial component in combating corruption throughout Iraq, and it has several significant corruption investigations focusing on the Ministry of Defense. Other initiatives support Iraq's witness protection program—moving judges into specially constructed facilities and equipping and training personnel at both the CPI and the Central Criminal Court of Iraq (CCCI).¹⁷

A notable project to support public security initiatives in Iraq is the Advanced First Responder Network (AFRN), a national communications and dispatch system that will enable first responders to communicate with government officials during crises. The project is currently being closed out and will soon be turned over to the Ministry of Interior.¹⁸ SIGIR is auditing this project and will report its findings next quarter.

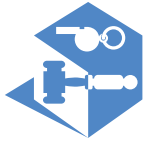
Outputs of Programs Funded by IRRF 2 and ISFF

Approximately 250,500 Ministry of Defense and Ministry of Interior forces have been trained and equipped for counter-insurgency and police operations:

- 115,700 Iraqi Army, Navy, and Air Force personnel
- 134,800 police, highway patrol, and other Ministry of Interior forces¹⁹

The goal of the coalition and Ministry of Interior is to train and equip 195,000 personnel. MNSTC-I projects that this goal will be met by December 2006.²⁰ The force generation plan for the Ministry of Defense forces will be completed by mid-2006, with an end-strength of approximately 131,000 soldiers.²¹ To determine the readiness of Iraqi security and police forces, the Multi-National Corps-Iraq uses the Transition Readiness Assessment (TRA) process.²² These metrics may change over time as key personnel rotate, equipment is added or replaced, and the tempo of unit operations changes.²³

Large-scale counter-insurgency initiatives this quarter demonstrated the growing capacity of Iraqi forces to operate successfully in the field. In March 2006, soldiers from the 6th and 9th Iraqi Army Divisions, with support from coalition forces, led Operation Glory Light, one of the largest operations of the last six months. Soldiers succeeded in taking control of an insurgent stronghold just south of Baghdad.²⁴



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Security conditions have also affected reconstruction in this sector. On April 18, 2006, GRD-PCO reported that insurgents destroyed the Al Yusufiyah Police Station in the Baghdad governorate, which was 83% complete when the attack occurred.²⁵

In January 2006, the Congressional Research Service (CRS) reported that fielding and equipping trained troops had received priority attention, but inadequate attention was paid to the ethnic and sectarian composition of those forces.²⁶ The coalition and Ministry of Defense have addressed this issue by increasing efforts to recruit in Sunni areas and to move soldiers away from their home areas to other parts of the country.

Ethnic and sectarian composition is also an issue for the police services. According to the DoS *Human Rights Report* for 2005, “the vast majority of human rights abuses reportedly carried out by government agents were attributed to the police.”²⁷

TRAINING INITIATIVES

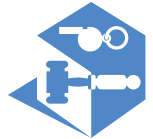
To evaluate overall progress in this sector, SIGIR looked at a variety of tangible results, such as fielding troops and police officers, and also intangible results. For example, conditions in the Iraqi Corrections Service (ICS) prison system have significantly improved over the past year. Many ICS facilities meet most international penal standards, although none meet all of the standards.²⁸ Concerns have been aired, however, that government military and police forces may have participated in the

abuse, torture, and deaths of Iraqi civilians.²⁹ To address this problem, coalition and Iraqi officials are providing more professional training for Iraqi security forces. For a description of training programs and initiatives currently underway, see Table 2-1.

According to the DoS *Human Rights Report* for 2005, the Iraqi police had received relatively little training, and their effectiveness was seriously compromised by sectarian militia influences, corruption, and intimidation.³⁰ As of late February, however, DoS reports that more than 8,600 Iraqi police recruits were being trained, and an additional \$250 million in emergency funding has been requested to continue the training process.³¹ One of the purposes of this training is to foster a better appreciation among security forces of the need to respect human rights.

Outcomes of Programs Funded by IRRF and ISFF

Three challenges continue to limit positive outcomes in the security and justice sector. First, the Iraqi insurgency remains active. Second, ethnic and sectarian tensions continue to rise—especially between Sunnis and Shiites—inflamed by the attack on the Golden Mosque in Samarra on February 22, 2006. Third, criminal violence persists. According to the World Bank, Baghdad alone “records an average of 90 crime-related murders per 100,000 residents every month—three times higher than in most major cities in the world.”³² Security conditions have delayed the transfer of security responsibilities to Iraqi forces, affected the pace of the



SAMPLE OF TRAINING INITIATIVES, AS OF MARCH 31, 2006

PROGRAM	GOAL
Basic Police Academy (BPA)	More than 7,900 recruits completed the BPA program (10 weeks) during this quarter, and nearly 570 recruits graduated from the 3-week Transition Integration Program (TIP), which gives police officers under the Saddam regime skills training and instruction in human rights and rule of law.
6-month Police Officer Academy	For current police officers with higher education; 278 new police lieutenants graduated on March 30, 2006.
9-month Police Officer Academy	For current police officers; began in December with 300 cadets.
3-year Police Officer Academy	Will begin next quarter with an anticipated enrollment of 500-1,000 new officer candidates.
Former Officer Course (FOC)	Provides training in human rights, ethics, and counter-insurgency operations; 500 students completed the program during this reporting period.
Basic Officer Commissioning Course	77 officers graduated from this one-year course on January 19, 2006.

Sources: DoS *Section 2207 Report*, January 2006 and April 2006.

TABLE 2-1

reconstruction effort, and increased security costs.³³

Notwithstanding these difficulties, Iraqi security forces are assuming responsibility for more demanding missions and making gradual progress toward operational independence.³⁴

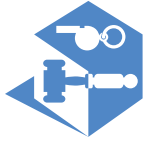
MINISTERIAL CAPACITY DEVELOPMENT

In this sector, SIGIR notes that officials are now focusing on improving support functions and developing the capacity of the Ministries of Defense and Interior. For instance, the Iraqi Army is building ministerial capabilities and also increasing combat support and combat service support units to supplement the battalions.³⁵ Increasing command/control and logistics capabilities will better prepare Iraqi Security Forces to be self-reliant and

independent.

The Ministry of Interior is developing capabilities to better provide the growing number of police personnel in the field with logistical and administrative support. The Ministry of Interior employs a Qualifying Committee to help eliminate “ghost employees” who remain on the payroll but no longer work in the Ministry.

Absenteeism is another problem in the police force. This year, more International Police Liaison Officers are slated to deploy to stations around the country to train and mentor Iraqi police, which is expected to reduce absenteeism.³⁶ In early October, CPATT was designated to lead coalition initiatives to develop the capabilities of the Ministry of Interior. CPATT and the Police Partnership Program for the Ministry of Interior have realigned their



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organization into a single team consisting of integrated military, International Police Liaison Officers, International Police Trainers, and former IRMO personnel.³⁷

Infrastructure Security

Protecting Iraq's oil and gas and electricity infrastructures is a critical issue for the future of Iraq. In the second half of 2005, the oil industry lost 78% of potential export earnings in the north,³⁸ primarily because of attacks on the infrastructure. Task Force Shield was established in September 2003 to oversee the training and operation of 20,400 guards of the Iraqi Oil Protection Force (OPF) and the Iraqi Electrical Power Security Service (EPSS). An ongoing, classified SIGIR review will measure the success of U.S. and Iraqi officials in protecting the oil and electricity infrastructure.

ACTIVITIES IN INFRASTRUCTURE SECURITY

Two entities are responsible for the security of Iraq's oil infrastructure—the Strategic Infrastructure Battalions (SIBs) and the OPF. The electric infrastructure is protected by EPSS.

- The SIBs currently field more than 3,400 trained personnel to guard Iraq's critical oil infrastructure, particularly the vast network of pipelines.⁴⁰
- The OPF, managed by the Ministry of Oil, is responsible for guarding all other Iraqi oil industry assets and facilities.⁴¹

In early 2005, the Iraqi Transitional Gov-

ernment formed the SIBs to improve infrastructure security. The SIBs are part of the Ministry of Defense, and four have completed basic training.⁴² They are currently conducting security operations to protect oil pipelines and facilities that are critical to the domestic market and export industry.⁴³ MNSTC-I equipped the SIBs and helped the Ministry of Defense develop institutional expertise and tradecraft.⁴⁴ More than 3,400 soldiers have completed training in this area, and training for a second group has already begun.⁴⁵

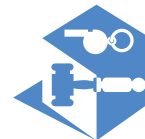
OUTPUTS IN INFRASTRUCTURE SECURITY

On February 9, 2006, the IRMO Director detailed the goals of infrastructure security program:

- strengthen the capacity of Iraqi security forces to protect critical infrastructure
- improve ministry coordination
- implement rapid infrastructure repair-and-response programs

It is simply impossible to guard the entire 17,000 kilometers of linear infrastructure in the oil and gas and electricity sectors. Thus, the strategy focuses on protecting key nodes and bolstering Iraqi capabilities.⁴⁶

SIGIR's Task Force Shield audit (SIGIR 06-009) indicated that the early programs to train and deploy an Iraqi oil and electricity security capacity did not meet their goals. The lack of a clear U.S. management structure for the program degraded the ability of Task Force Shield



to develop and meet critical capacity-building objectives. For a summary of this audit, see Section 3 of this Report.

OUTCOMES IN INFRASTRUCTURE SECURITY

Attacks on Iraq's infrastructure account for only a small portion of total attacks. According to DoD, attacks on infrastructure during this quarter are down by 60%.⁴⁷ But, combined with other variables, attacks on critical infrastructure are still expected to have a significant impact on:

- oil and fuel production
- revenues derived from crude exports

Additionally, although the number of infrastructure attacks has recently decreased, the complexity of the attacks has increased: insurgents have become more proficient at targeting critical infrastructure nodes, as well as intimidating personnel who deliver essential services.⁴⁸ In early March 2006, DoS reported that Iraqi police had arrested several SIB guards on suspicion of aiding insurgents in targeting the oil pipeline system. This was the second recent incident in which SIB personnel were arrested in connection with insurgent plots against the oil pipeline infrastructure.⁴⁹

